



UNIVERSITY
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Allocation of State Funds for Oregon CASA Programs: A New Funding Model

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EXECUTIVE SUMMARY

On August 2, 2011, Oregon House Bill 3102 relating to Court-Appointed Special Advocates (CASA) was signed into law by Governor John Kitzhaber. Among the bill's provisions was the establishment of a task force to make recommendations on the appropriate structure and operation of Oregon's CASA affiliate volunteer programs (CASA programs.) The task force released its final report on January 9, 2012 in which it recommended that the Oregon Legislature transfer authority over and responsibility for the state's funding allocation for CASA programs to the Oregon Volunteers Commission for Voluntary Action.

Background

Concurrent with and in response to this statutory change was a re-examination of the state's calculation formula for allocating state funds to Oregon's twenty-nine CASA programs. The current model bases state funding upon each program's portion of the statewide 0-17 population, while providing additional support to programs with small populations. Prior attempts by the Oregon CASA Network (OCN) and its predecessor, the Oregon CASA Directors Network (OCDN), to revamp the existing allocation model were unsuccessful. Consequently, the OCN leadership contacted the University of Oregon's Department of Planning, Public Policy and Management to have a graduate student team research innovative funding models for CASA programs, and seek Oregon CASA leaders' perspectives on new funding models. The group's objective was to make recommendations for a new funding allocation model.

Methodology

The Capstone group's investigation included the solicitation of stakeholder feedback. In order to identify innovative approaches, we conducted in-depth interviews with five CASA programs around the country and reviewed their allocation models. To gauge the attitudes of Oregon's CASA leadership, we conducted a survey of all of the state's CASA programs, followed by in-depth interviews with the leadership of eight Oregon programs and two additional stakeholders. The information and feedback gathered from the nation-wide and Oregon interviews and survey were analyzed and compared in an attempt to identify themes, commonalities, and best practices. Finally, we conducted test simulations of various funding approaches based upon this information in order to assess various alternative approaches to meeting the need of Oregon's CASA programs and its clients.

Results

Our research into the funding approaches taken by the five states contacted produced several innovative ideas related to program funding models, as well as a wealth of experience-based feedback on the successes, problems, opportunities, concerns, and ideas these states' programs had to offer. We gained particular insight into multi-component funding models, various options for assessing need and performance, and methods for directing funding to accomplish the mission of CASA. We have incorporated several of these ideas into our final recommendations.

Our survey and interviews with Oregon CASA programs allowed us to gain a greater perspective on the programs whose funding allocation we were investigating. The surveys provided a sense of the relative weight Oregon's CASA leadership placed upon various components of a potential multi-component funding allocation approach, as well as their views

on the amount of funding they felt should be apportioned to each component. The survey also allowed us to assess their views on performance-based funding. Subsequent interviews with eight Oregon CASA directors and two other stakeholders provided an opportunity to go into greater depth on these matters and to provide a forum for more open-ended discussion about the concerns of Oregon's CASA leadership generally.

With these research findings in place, we then turned back to the data for Oregon's CASA programs and the statewide foster care need. We formulated three goals for Oregon's funding allocation approach: 1.) to prioritize meeting the need for CASAs; 2.) to incentivize raising private funds; and 3.) to help small programs to remain viable. We formulated several variations on a multi-component funding model. We ran test simulations on these, varying the funding categories, the percentage of funds in each category, and the indicators used to measure need. We then formulated a model for Oregon which we feel will best meet these three goals, while still allowing for flexibility, adaptability and a transitional implementation.

Recommendations

As a result of this research the Capstone group is making several recommendations to the OCN aimed at better helping Oregon's CASA programs meet the mission of serving every abused and neglected child in Oregon. The group recommends a three part funding allocation to CASA programs. The first part is a base or sustainability funding aimed at making programs with small populations sustainable. The second, and by far largest part, is a need-based funding component. To assess the level of need in a program catchment area, we recommend use of petition numbers or number of children in foster care, since these both are more sensitive to the need in an area than population numbers. The third part is aimed at sparking more comprehensive fund raising in CASA programs, which is important given the downward trend in state funding. This model will provide more funding to the programs that currently have the greatest unmet need, while incentivizing greater fund raising, and ensuring the sustainability of programs in rural areas.

Other recommendations include more objective and standardized compliance standards; better and more complete reporting procedures and data benchmarks; and improved and more transparent financial reporting. Training, operational and administrative support for both volunteers and CASA administrative staff are called for. Optional proposals and alternative considerations include assessing needs and opportunities for affiliate mergers and sharing of administrative resources, as well as undertaking a review of the volunteer recruitment and training systems. Strategies and considerations for implementing a revised funding allocation model are also proposed.

INTRODUCTION

Since its creation by a family court judge in Seattle in 1977, the Court Appointed Special Advocates (CASA) program has proven itself an effective and successful advocate for abused and neglected children. CASA advocates are court-appointed volunteers (CASAs) who serve as essential liaisons between the juvenile court system and the case workers in the Child Welfare system. CASAs serve to compile case information, assist children in court proceedings, and perform general advocacy functions until foster-home placement occurs. In 2011, 75,000 advocates assisted 240,000 foster children nationwide.

Numerous studies have found that a child with a well-trained CASA receives more services and, on average, spends less time in foster care [National CASA, n.d.]. CASA advocates contributed 5.8 million hours of service in 2010, equal to \$290 million. In Oregon, CASA advocates reduce the time children spend in foster care by 7.5 months, thus leveraging \$3.60 for every state \$1.00 spent on foster care costs (Oregon CASA Network, n.d.).

The literature also suggests that CASA programs can be cost effective when compared to some other means of providing representation to children with open cases. CASA programs “are cost effective compared to paying for a lawyer or other professional to provide an equivalent level of service in terms of time expended... a cost per case does not necessarily capture the value of the service provided.” (Berliner, Fitzgerald, 1998). It is this perceived value of the volunteer CASA, along with the growing body of evidence of effectiveness and advocacy that is catching the attention of child advocacy groups and legislatures. Most recently, the Pew’s Commission on Children in Foster Care recommended an expansion of CASA as an important resource for courts and children (National CASA, n.d.). Yet, the fact remains that 60% of children with an open case do not have a CASA advocate (National CASA, n.d.).

As of 2010, Oregon has twenty-nine CASA programs with over 1,000 CASA volunteers who serve 5,127 children in Oregon’s thirty-six counties (Annual Report, 2010). The State of Oregon’s authority and responsibilities with respect to CASA programs are set out in ORS 419A.170. As part of these responsibilities, Oregon provides funding to local CASA programs, each of which contracts with the state to receive a portion of this state funding. Currently, this state funding amounts to an average of 28% of program revenue (Annual Report, 2010). The remaining revenue comes from grants and local fundraising.

Last year, Oregon House Bill 3102 established a CASA Task Force to explore options for restructuring and operating CASA in Oregon. The CASA Task Force released its final report on January 9, 2012 in which it recommended the Oregon Legislature transfer authority and responsibilities with respect to CASA programs to the Oregon Volunteers Commission for Voluntary Action and Service (Oregon Volunteers). Along with this reorganization, Oregon Volunteers established a “coordinating relationship” with the Oregon CASA Network (OCN), a nonprofit organization recognized by the National CASA Association in 2011 as the State CASA Program for Oregon. Oregon Volunteers’ role is to ensure accountability of local CASA programs through contract administration, statewide information, and data and performance-measure reporting practices. OCN’s purpose is to strengthen and support CASA programs and to ensure that state funding is distributed in a manner that achieves maximum effectiveness.

STUDY RATIONALE

The allocation of Oregon state funds came under sharp scrutiny last year when a former CASA director filed a federal lawsuit against the former state-administering agency. In her tort claim, the former CASA director made claims that the allocation of state funds was inequitable and that the Oregon statewide system of serving the most-needy children was ineffective (Statesman Journal, 2012).

A consensus exists at the state and national levels that the current allocation of state funds needs to be reevaluated. There are several concerns including that the current model is not effective in meeting need; that it does not promote efficiency; that some counties perform less well than others; that state funds are decreasing; and that the cost per case varies greatly from county to county. Attempts to revise the existing Oregon CASA funding model have been largely unsuccessful in the past.

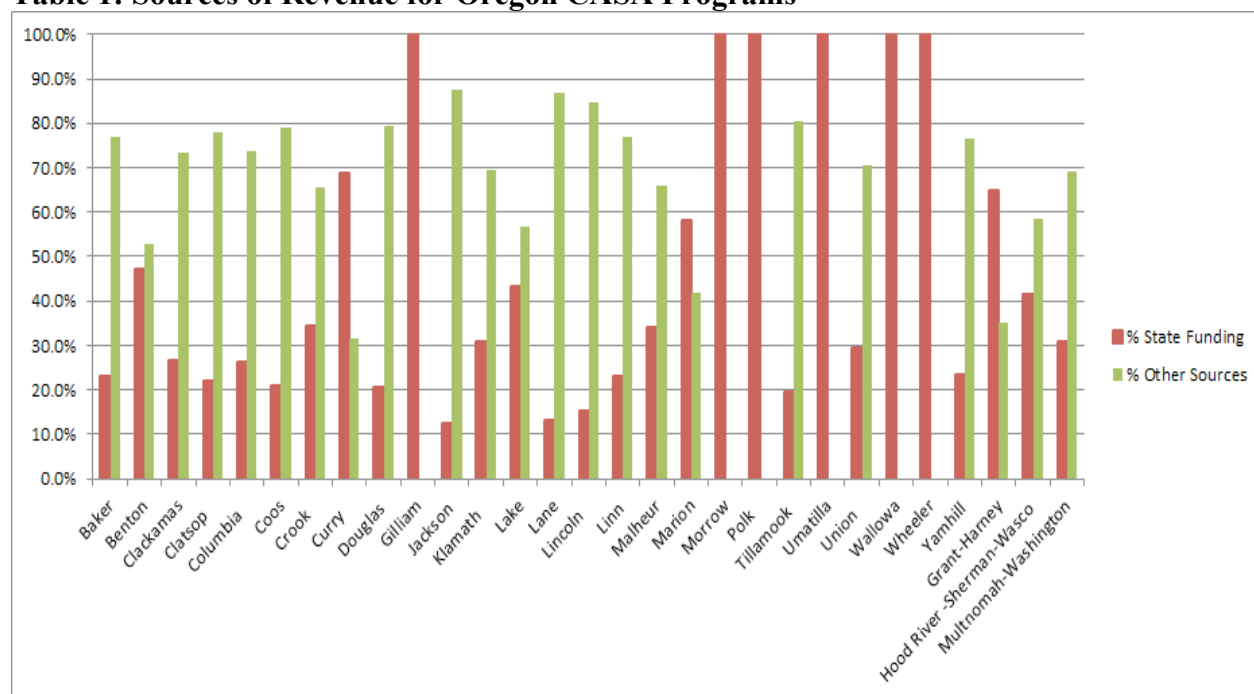
To develop a new funding model that will help Oregon's CASA programs to better meet the mission of CASA, which is to provide a CASA for every child requiring one, OCN sought the help of an University of Oregon's Department of Planning, Public Policy and Management graduate student consultant team. The goals of the project were to: 1) investigate innovative funding allocation models used in other states in order to identify different approaches, pros and cons, and their suitability for Oregon; 2) solicit feedback from Oregon CASA programs about different funding model alternatives; and 3) make recommendations for a new funding approach.

State of Oregon Funding for CASA Programs

State funds designated for CASA programs for the 2011-13 biennium is \$2.1 million (Oregon Commission on Children and Families.) There has been a decrease of \$100,000 in funding for CASA programs each year over the past four years, for a total reduction of 16%. Federal pass-through grants for CASA programs have also been drastically reduced by over 68% this year, impacting the total revenue stream available to state and local CASA programs (National CASA).

For many Oregon CASA programs, state funds represent the "safety net" portion of total funding, by helping programs keep their doors open, particularly for the more rural and frontier counties. On average, Oregon CASA programs receive 72% of their funding from other sources, and these funds are not shared between programs.

As shown in *Table 1*, five CASA programs operate with only state funds. The rest of the CASA programs receive a significant portion of their total revenue from other sources, including from private and non-profit foundations, other governmental agencies, and through local fund raising activities and events.

Table 1: Sources of Revenue for Oregon CASA Programs

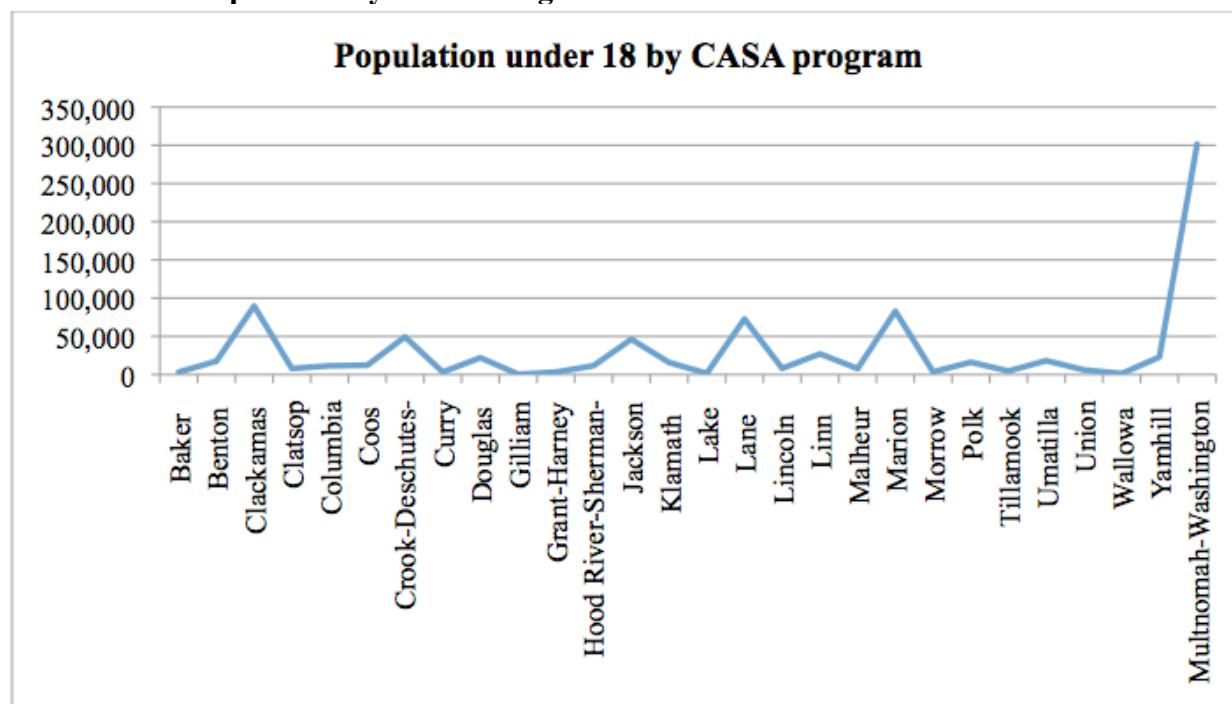
Source: Annual Report, 2010

Oregon's Allocation Model for State Funds

Oregon's current allocation model is based principally upon the size of the 0-17 population in a county program's catchment area, with additional support given to programs operating in small population areas. Some rural counties have as few as 274 children, while the largest urban counties have as many as 161,296 children in 2010. (Note: While the funds are calculated by county, they are distributed to "programs." Four Oregon programs represent more than one county, while the rest are single-county programs). See *Table 2* for a breakdown of the 0-17 population by CASA program.

Oregon state funds are allocated in three iterations (specific numbers refer to the allocation for FY 2011-13). In the first iteration, the allocation for each county is calculated based upon its portion of the statewide youth population. Those counties falling below a certain threshold are then allocated additional funds to bring them up to a predetermined "base" amount (the Oregon allocation calculation refers to this base amount as a "minimum"). This first-level base amount is \$24,542 and is allocated to eight of Oregon's thirty-six counties. These counties and funds are then removed from further calculations.

The second iteration is a repetition of this process for the remaining counties. Those counties falling below a second base amount (or "minimum") are similarly allocated additional funds to bring them up to that amount. This second-level base amount is \$30,099 and is allocated to thirteen counties. Those counties and funds are then removed from further calculations. Finally, the remaining funds are allocated to the remaining fifteen counties based upon their portion of the statewide youth population with no base minimum applied.

Table 2: 0-17 Population by CASA Program

Several aspects of this allocation model warrant further discussion. The first involves the nature of the minimum allocation amounts. Each of the counties receiving one of these minimums is first allocated funding based upon its share of the statewide youth population. Then, those counties are allocated an *additional* amount of funding to bring it up to the minimum. Each minimum, therefore, represents two allocation components: a population-based amount and an additional amount to achieve a predetermined minimum funding level. We refer to this second amount as “base funding,” since it is essentially a non-population-based allocation to the programs receiving it. This is illustrated in *Table 3* for two counties representing each of the two minimum amounts.

Table 3: Oregon Funding by Base and Population

| <u>County A</u> | <u>County B</u> |
|--------------------------------------|-------------------------------------|
| Minimum base funding.....\$24,542 | Minimum base funding.....\$24,542 |
| Population-based funding....\$ 7,439 | Population-based funding... .\$ 823 |
| Difference = Base.....\$17,103 | Difference = Base.....\$23,719 |

Additionally, the use of the 0-17 population data to assess need raises the issue of the validity of raw population figures as a correlate to need for a CASA. Counties may have different rates of need for CASAs based upon various demographic and socio-economic variables and realities. The 0-17 population data may not accurately measure this need.

Lastly, the overall distribution of funding which results from the application of this model warrants examination. Since the purpose of the minimum amounts is to affect a re-distribution of funds from a strictly population-based allocation, the result is necessarily disproportionate to

the 0-17 population. While this is obviously intentional, the magnitude of this affect may be less obvious. The application of funding minimums has come at the expense of the allocation of funding to those areas of greatest need. This is shown in *Table 4*, which combines a breakdown of the funding with a comparison of the funding distribution versus the population distribution.

Table 4: Statewide Breakdown – Percentages of Total Funding

| Program | Base Funding | Population-based Funding | Total Funding | % of Population |
|------------------------------|---------------------|---------------------------------|----------------------|------------------------|
| 1st Minimum (8 programs) | 7.90% | 1.60% | 9.50% | 1.75% |
| 2nd Minimum (13 programs) | 8.60% | 10.00% | 18.60% | 10.00% |
| No Minimum (15 programs) | 0% | 71.90% | 71.90% | 88.25% |

Table 5 compares these funding breakdowns to the statewide caseload as based upon the number of children in foster care for 2010¹. The table shows that the larger programs are serving a percentage of the statewide caseload disproportionate to their funding; and that they represent the greatest number of un-served cases, or unmet need.

At the program level, the minimum-funded programs are serving 12% of their cases, while the non-minimum funded programs are serving 28% of their cases.

Table 5: Statewide Funding and Service Levels by Program Type

| Program Funding | Percent of State Funding | Percent of State Caseload | Percent of State Cases Served | Percent of State Cases Not Served |
|-------------------------------|---------------------------------|----------------------------------|--------------------------------------|------------------------------------------|
| Minimum Funding (combined) | 28.10% | 14.05% | 11.95% | 3.48% |
| No Minimum | 71.90% | 85.95% | 27.81% | 96.52% |

¹ Reliable petition numbers are not available, as noted elsewhere. Foster care numbers are used instead based upon their high correlation with petition numbers. Also, the current population-based allocation is similarly based upon figures for 2010

METHODOLOGY

This study was divided into three components. The first component involved investigating funding allocation approaches used in other states to identify innovative approaches and best practices. The second component entailed soliciting feedback from Oregon CASA programs on promising funding allocation approaches. The third component involved developing recommendations for future funding allocation approaches based on the findings and feedback. The Capstone team relied on a combination of qualitative and quantitative approaches in our research methodology.

1st Component: Investigate Alternative Funding Models

In the first component, in-depth telephone interviews were conducted with CASA representatives from five states: California, Georgia, Maryland, Oklahoma, and Virginia. The CASA directors sent us their state's funding allocation models and pertinent documents by email, which we reviewed in detail prior to the interviews. The interview questions were designed to assess the advantages and disadvantages of each state's funding model, how indicators were measured and defined, and whether performance-based measures were incorporated into the funding model. Interviews were semi-structured and guided by consistent but open-ended questions designed to stimulate "conversations" about funding allocation models, issues, concerns, successes, and failures. The interviews lasted between forty-five minutes and an hour and provided perspectives on alternate funding allocation models, helped to contextualize the research, and provided insights into the perceived strengths and weaknesses of various funding allocation approaches. *See Appendix A: In-depth Interview Protocol.*

Interviews were transcribed immediately afterwards and coded to identify emergent themes, components and measurements. Responses were "charted" for ease of comparison/contrast between states. The results were examined to identify commonalities, emergent themes, allocation model details, best practices, and applicability beyond the states using them. *See Appendix B: Interview Questions for State CASA Directors.*

2nd Component: Solicit Feedback from Oregon CASA Programs

The next step in our research involved soliciting feedback and assessing buy-in from the twenty-nine Oregon CASA programs; and gaining their perspectives on funding approaches used in other states.

First, we designed and distributed an online survey to thirty-seven Oregon CASA program staff, of which 70% (26) responded. The survey included both objective and open-ended questions designed to elicit opinions regarding: a.) potential allocation model components and indicators, and b.) reporting and compliance approaches and measurements. The survey included questions on the alternative allocation model components and indicators of base support, need, and performance. For example, directors were asked if they thought a base support component should be a part of the funding allocation. If they responded in the affirmative, then they were asked what they thought would be the best and most effective measure for base support. These questions were also asked for need and performance.

We also asked respondents to assign what they perceived as a fair percentage to each component that would make up the allocation model. Respondents were also asked to choose

which compliance and reporting measurements should be included in the allocation model. We then conducted descriptive statistics on the findings. We also looked at any differences in the responses for components and measurements between rural and urban programs. We did not find meaningful differences, and they are not reported here.

The responses to the survey also formed the basis for follow-up in-depth interviews with representatives of eight of Oregon's CASA programs, plus two additional CASA stakeholders. These interviews were designed to solicit more in-depth feedback on the topics broached in the survey; as well as to gain a wider and more in-depth perspective on the overall functioning of Oregon's CASA programs, their strengths, their needs, and the challenges and opportunities facing them. The inclusion of the CASA Western Regional Program Director and the Director of Oregon Volunteers was particularly intended to bring additional perspectives to bear on the project. Interviews were conducted, recorded, assessed, and analyzed as per the procedures noted above for the five state CASA programs. *See Appendix C: Online Survey Questions for Oregon CASA Programs.*

Secondly, we conducted a one-hour phone interview with eight Oregon CASA program directors, a National CASA regional program officer, and the Oregon Volunteers executive director. The purpose of these interviews was to discuss potential funding allocation approaches in order to get their perspective and feedback. *See Appendix D: Interview Questions for Oregon CASA Programs.*

3rd Component: Develop Recommendations for Future Funding Allocation and Run Simulations

After reflecting on the results, we developed recommendations for a new funding model intended to maximize the ability of Oregon's CASA programs to provide every child in need with a CASA volunteer. We ran a series of simulations based on 2010 data² gathered from CASA's NCASAA Survey Data, Annual Report 2010, U. S. Census Bureau: American Community Survey, and National CASA. We conducted correlation tests to determine how strongly related various potential indicators of need and performance were.

FINDINGS

The interviews with the other state and Oregon CASA representatives, along with the survey results, yielded considerable information about and insight into the complexities involved in deciding how best to allocate state funds to support CASA programs; and upon what indicators funding should be based. The interviewees and survey respondents represented a broad geographical diversity complemented by an equally diverse range of opinions about how best to allocate state funds to meet CASAs mission of providing a CASA for every child.

This section is divided into three parts. Part 1 details the findings from our review of alternative funding models and our interviews with state CASA directors. Part 2 details our findings from the online survey and our interviews with Oregon CASA directors. Part 3

² 2010 was most recent year data could be obtained

concludes with a discussion of emergent themes brought up during our interviews with Oregon CASA leaders.

Part 1: Alternative State Funding Models

State funding for CASA programs was handled very differently by each of the states interviewed, both in general terms and in terms of the indicators used as the basis for funding. Their funding models were also all very different from Oregon's. Overall, the funding models we looked at included one or more combinations of base support, which were intended to provide sustainability of programs; need-based funding to address the different numbers of children in need of a CASA in different jurisdictions; and performance-based funding, which was used to incentivize better overall performance in areas ranging from meeting service need and recruiting and training volunteers, to financial management. The states notably used different indicators of measurement for these funding components. *See Appendix F: Allocation Models for Other CASA States.*

We summarized our findings under ***base support***, ***need***, and ***performance*** to show the variation in approaches used. These funding components will also establish the framework we use in summarizing feedback from the Oregon CASA programs.

Base Support

There are considerable differences in the means used to determine base support funding. One state uses county population as an indicator of base support, while two other states distribute an equal fixed amount to their programs. Two states use a graduated funding model based on performance measures such as the number of open cases assigned to a CASA advocate, or the average number of active advocates.

For one state, the number of active volunteers is used as a measure of base funding because most of a program's costs are associated with the recruitment, training and retention of volunteers. It is also where most grant dollars are spent. They also reason that by basing funding on some indicator of need, programs might be tempted to inflate their numbers rather than being proactive in recruiting and training more volunteers to better serve the children in need. The interviewee from this state also commented that some programs still feel the number of children served should be the basis of funding, but most have come to agree that the number of volunteers makes more sense.

Sustainability Base

Base support is generally defined as funding provided to help a program remain viable – to exist or be sustainable. It is generally provided when other approaches to funding programs might prove insufficient to allow (or help allow) a program to cover its basic administrative and other overhead costs; and to keep its doors open. States which provide funding of this type typically do so in order to help ensure that CASA programs and volunteers are maintained as locally as is practicable.

All five states reported that some level of base support was necessary to support basic operations to maintain a CASA program; and that this minimum amount should cover at least .5 to 1.0 FTE as a sustainable base amount. One interviewee commented on the challenges small

programs have in raising funds locally to help supplement or match their state funding. These challenges seem to be based on geographic and demographic characteristics of rural and frontier counties, which are less populated, have lower socio-economic characteristics, and may have been hard-hit by the recent deterioration in economic conditions.

Equity & Fairness

For several interviewees, base support is closely tied to issues of equity and fairness, again, particularly with regard to smaller CASA programs. As one interviewee explained about their state's transition from a funding model based on a need allocation only, to one based on sustainability combined with need and performance: "smaller programs in some cases were serving a higher percentage of their cases, but larger programs were getting more of the state funds...it was determined that this wasn't fair to programs who were actively recruiting advocates and serving a higher percentage of children in need."

Accountability

According to one interviewee, a minimum base support combined with a minimum performance requirement can ensure both sustainability and accountability. For example, her state requires a minimum caseload of fifteen, a caseload maintenance that demonstrates 80% of all assigned cases, and a 50% matching fund requirement.

All five states require their programs to report data on their volunteer recruitment, training and retention, and the number of open and closed cases using a variety of databases including COMET, CASA Manager, and CASA Tracker. Several states require on-site visits, matching funds, financial audits, and other performance measures and compliance procedures to ensure that programs are meeting National CASA quality assurance, state compliance, and reporting requirements.

Multi-jurisdictions

Two states addressed the problem of CASA programs serving more than one jurisdiction by providing a base amount per jurisdiction, rather than per program. One state actually created a multi-jurisdiction bonus to help programs expand to other counties. However, an unintended consequence is that smaller programs are receiving the bonus but still not serving a higher percentage of children. The interviewee said he would recommend adding additional qualitative measures as a requirement for the bonus, such as a maximum geographic distance between jurisdictions, or a minimum number of children to be served.

Need

For two states, there is a clear distinction between the kind of base support noted above, and need-based support. For the rest, there is not such distinction. The distinction is not in how states define "need" - more children need a CASA volunteer advocating on their behalf. The distinction is in which indicator is used to measure need as a distinct funding component. For example, one state uses the percentage of children in foster care as a measure of need, while another state uses the number of cases requiring a CASA advocate as a measure of need.

Another state's initial funding model used the number of petitions filed as the indicator of need, but it became evident with time that the number of petitions was not reflective of programs being proactive in servicing actual cases. The state eliminated the number of petitions filed from the funding model and chose instead to base their funding on the actual number of cases being served by CASA advocates.

Our findings suggest that understanding this distinction between how need and base support are defined, and upon which indicators funding is based, is critical when considering a new funding model.

Performance

There are also differences in how states include a performance-based component and how that is measured. One state measures performance by the number of cases served by a CASA advocate, while another state uses the number of children in foster care served by a CASA advocate. The number of active volunteers per supervisor is also used as a performance measure, and one state requires its programs to self-report on ten areas of compliance and quality assurance as a basis of funding.

While there are differences in how performance is measured, the consensus among the interviewees was that performance-based measures help provide incentives to programs to operate more efficiently and effectively. The question all the interviewees struggled with is whether it is best to attach performance-based measures to funding, or to simply require it as part and parcel of the reporting and compliance piece.

Incentives

For those states with a performance-based component in their funding model, the main purpose is to build-in a financial incentive to motivate CASA programs to serve more children. For one state, this means setting a minimum caseload for each program, and expecting the program to ensure that a certain percentage of all assigned cases are being served by a CASA. Several states include a matching fund requirement equal to 25 - 50% of the total state funding. Another state created an evaluation system whereby points are allocated in ten performance areas with funding based upon the total points awarded.

Effectiveness

For some states, base support funding is intended to address issues of equity and fairness. For other states, including a performance-based funding component (however that is defined and measured) is meant to address issues of effectiveness and efficiency. One interviewee opined that "you can never get around the fact that some will define what is equitable and what isn't differently than others...but if you want a funding model to be effective, it must reward programs for meeting the need." This perspective was echoed by other states which include performance-based indicators in their funding model.

Accuracy & Accountability

Several interviewees commented on the problem of accuracy and accountability when it comes to measuring and reporting on performance-based indicators. Getting accurate and reliable data can be complicated and time-consuming. Directors have to track outcomes closely, provide

technical support, and conduct on-site training to ensure performance indicators are accurate and reliable. Often they are reliant upon other agencies or entities for information they need to complete reports.

For one state contact, the accuracy in reporting performance-based measures for funding is a major concern. In her words, “you simply cannot control all the variables in any performance indicator or measure of how well children are being served. The key is to stay consistent with the CASA mission and work towards a goal that everyone can agree to and stick by.”

Buy-In

All but one of the states changed their funding model in the last decade. When asked how their CASA programs reacted to the changes, several interviewees talked about “buy in” being an important goal when transitioning from the old to the new. For one state, “buy-in” meant involving the CASA program directors and key stakeholders in the decision-making process from the beginning. For another state, “buy-in” involved a lot of education, communication and listening. For this state, it was important that the funding model be mission-based and that this message be communicated clearly to programs with plenty of opportunity for feedback and dialogue.

See Appendix G: Executive Summaries, for each state interview.

Part 2: Oregon CASA Programs

Taking into account our findings from the other five states, we solicited feedback from Oregon CASA programs on alternative funding components and indicators for base support, need and performance. The findings presented here are compilations from the online survey completed by twenty-six CASA representatives, and from the interviews conducted with eight CASA directors and key stakeholders. Again, we summarized our findings under **base support**, **need**, and **performance** to solicit feedback on a multi-component funding model.

In general, CASA programs are supportive of a multi-component funding model with a base amount, a need-based amount, and a performance-based amount. When respondents were asked to assign a percentage for each component of the funding, on average they allocated 45% for need, 25% for performance and 30% for base support.

Base Support

A base component was supported by more than half of the respondents. Most of the respondents and interviewees who supported a base support amount felt it should provide funding to help cover basic operating costs and that it should represent the highest-funded allocation category.

When respondents were asked to choose the most effective base indicator for the allocation model, the generally indicated that a base amount should represent some portion of the funds needed to cover basic operating and administrative overhead, irrespective of any predetermined indicators, to keep programs operating. The interviewee’s top three preferences for most effective base support indicators were: 1) a graduated base support based on performance

criteria; 2) an equal amount distributed to each program; and 3) an equal amount allocated per judicial circuit.

Need

Respondents were asked whether they thought the Oregon funding allocation should include a need component. Not only did 77% of the respondents support a need component, they also felt that need should either take precedence over a base amount or that it should receive at least equal funding to a base amount.

Survey results indicate that CASA director's top three preferred indicators for need were: number of cases/petitions, number of children in foster care, and percentage of county 0-17 population to state 0-17 population. All of the interviewees chose the "number of petitions" as the preferred basis for measuring need.

Although petitions was the first choice to measure need, and in in-depth interviews respondents argued they were far superior indicator to foster care number, it is important to note this data is not publicly reported. Additionally, the collection of petition data varies from county to county and is not streamlined directly to all programs. With that in mind, we examined the relationship between petition numbers and foster care numbers in 2010 and found that they are almost perfectly correlated ($r=.99$). Since foster care numbers are readily available they are a very good substitution.

Performance

A performance-based component received the most mixed reactions. Over half of the respondents indicated that they were undecided about or against including a performance-based component as part of a new funding model. While 42% of respondents were supportive of such a funding component, they were not in agreement about how to measure performance. Most respondents noted that a fundamental question was whether a performance-based funding component should be used to reward high-performing programs or motivate low-performing programs to improve performance -- or both. Five CASA directors also felt that it was problematic and either should not be a basis for any funding, or should be a basis for only a small percentage of state funding. The remaining interviewees were generally supportive of a performance-based funding component, with two indicating that it should be a basis for as much as 40% of state funding.

While roughly half of the survey respondents were not comfortable with the performance-based component, those who did support it generally felt that adherence to national and state CASA standards might represent an objective and consistent indicator for performance. When asked to select the most effective indicator, their preferences were: percentage of children in foster care served by a CASA advocate, number of active advocates, and percentage of cases (a case can be a sibling group) served by a CASA advocate.

While many programs and states nationwide use volunteer numbers as a basis for assessing program strength and health – and as a basis for funding – the Oregon programs were not as quick to argue for this indicator. One interviewee even argued that the number of volunteers recruited, trained, or retained by an program had virtually no bearing on the ability of the

program to serve its clientele. Given this, it is nonetheless worth noting that if volunteers were to be used as a basis for funding, the likely indicators would be some subset of the following: number of volunteers, number of volunteers recruited and trained, number of volunteers retained, ratio of volunteers to cases/children, or cost per volunteer.

Lastly, the idea of offering some portion of funding through matching funds and/or of offering matching funds as an incentive for programs to raise funds on their own generally elicited favorable responses. This was generally viewed more as a financial incentive than as a service-based performance incentive.

Reporting and Compliance

Interviewees were generally in agreement that consistent, objective, and timely reporting was acceptable to them and necessary to the statewide CASA effort. Survey respondents indicated that the most important indicators for reporting should be the average number of active advocates in one year, the total number of advocates, and the ratio of children to CASA advocate.

Other themes and suggestions which emerged from the interviews included:

- Accurate reporting as a means to overcome perceptions of financial irregularities;
- Standardization of reporting to multiple jurisdictions;
- Elimination of duplicate reporting; and
- Training and assistance on reporting requirements.

Interviewees also supported compliance measurements based upon state and national CASA standards; and improved and standardized financial accounting best practices. Tracking and reporting on trends was also mentioned, as well as cost measurement ratios and averages.

Part 3: Emergent Themes from Oregon CASA Programs

Money Should Go Where the Need is Greatest

Several CASA directors and key stakeholders made the observation that the money should go where the need is greatest; and that the need is greatest where there are more petitions, more children in the foster care system, or more children in general.

Meeting the Mission of CASA

CASA program staff reiterated time and again that the mission of CASA is to provide a CASA for every child. With this in mind, there were multiple perspectives on how best to meet the mission. All but one of the program directors supported the regionalization of programs and/or sharing of services where practicable. The one who did not support the regionalization stated that keeping local programs in place was the best way to achieve this mission.

The need for more CASAs was also mentioned as necessary to achieve the mission, with one interviewee calling for better marketing and promotion of the program in an effort to increase volunteer recruitment. Several program directors noted the need for more support from the National CASA Association in the form of volunteer training materials, financial accounting trainings, and information on CASA and general non-profit organizational best practices.

Equity and Fairness

Oregon CASA directors and representatives generally responded to questions about equity and fairness in terms of two themes: providing a CASA for every child, and operating an program in every county. Opinions about a funding allocation model and funding levels necessarily followed along these lines. Representatives from larger programs and more populated areas tended to focus upon achieving the greatest possible aggregate statewide service level; while representatives from smaller programs and less populated areas tended to express a desire for a local CASA presence. The two preferences are not particularly amenable to inclusiveness, especially given limited funding.

Interviewees and survey respondents generally recognized this trade-off. While the survey results tended to portray fairly polarized views amongst the CASA programs, the interviews showed more common ground or consensus. Allocating funds based upon statewide need was generally (even if reluctantly) viewed as likely necessary to serve as many cases as possible. While expressing their desire for a local presence, some interviewees from smaller programs acknowledged that the statewide need might be better served through an allocation model which takes into greater account the aggregate statewide need. They also acknowledged that serving the greatest number of children might require a loss of funds for their programs. One interviewee from a small program with a desire for a local presence suggested that program mergers could be encouraged but made voluntary.

Additional suggestions from interviewees included pooling resources in such areas as financial management and training to cut down on program administrative overhead costs; relying upon the National CASA Association for support in the way of volunteer training materials, management tools, and organizational best practices; incorporating a Peer Coordinator Model to reduce training costs and increase volunteer recruitment and training.

Operational Costs by Size and Region

The level of funding needed to keep a CASA program open was also a point of discussion (and even debate). It was generally agreed that a small, rural program could likely get by with a part-time staff member, while a larger, urban program might need 2.0 FTE or more.

The cost of doing business in different geographic areas was also a point of discussion and contention. Urban programs argued that they faced higher costs of doing business in the form of higher rents, higher wages, and generally higher cost-of-living variables. Rural programs noted the greater distances they served often results in higher travel and service costs. Rural programs also had a more difficult time raising donations and private funds – particularly if they existed in economically depressed areas. Unlike smaller programs, larger programs sensed a lack of “community” which they thought the smaller, more tightly-knit rural areas did not face.

Reporting and Compliance

CASA program directors were supportive of taking steps to improve program compliance with various standards of operation, service, training standards, and reporting. Several even argued for greater efforts in this area. They expressed a desire for greater adherence to and compliance with service, training, operational, financial accounting, and organizational standards

as expressed and measured by the National CASA Association and the Oregon CASA Network, as well as organizational “best practices” generally. Some went so far as to call for (more) on-site visits, and financial and managerial audits. One interviewee felt that improved and more transparent compliance standards would help to obviate perceptions of fiscal mismanagement by some programs (perceptions which she stressed were likely unfounded in reality). Several interviewees stressed that current reporting requirements needed simplification, elimination of duplication and redundancy, and streamlining to eliminate unnecessary data. Training in reporting and compliance was also mentioned as a need, and some interviewees felt that the National CASA Association might be of assistance in this area. In general, calls for improved and expanded reportage, compliance, and standardization received a fair amount of consensus.

Buy-In

The need for communication, outreach, and efforts at achieving buy-in for any proposed new funding allocation model were also cited. Perhaps not surprisingly, this relatively obvious and non-controversial idea received widespread support and no opposition. Interviewees felt that the OCN should engage in extensive communicative, educational, and instructive efforts to explain and garner support for any new funding allocation model adopted. Several interviewees stressed the need for empathy and understanding, and one offered the suggestion that OCN members undertake training in managing changes prior to undertaking such efforts.

See Appendix H: Online Survey Results.

See Appendix I: Summary of Interviews with Oregon CASA Programs

RECOMMENDATIONS

The current allocation model allocates a disproportionate share of state funds to the smaller programs. This is done at the expense of funding the larger programs, which are thereby more likely to experience more unmet need. The current model also does nothing to spark greater seeking of private funds.

In order to better achieve the mission of the Oregon CASA programs of providing a CASA for every child, we have developed a new allocation model based upon the following three goals:

Goal #1: To ensure state funds are allocated where the need is greatest.

Goal #2: To provide an incentive for all CASA programs to raise funds.

Goal #3: To ensure smaller CASA programs receive assistance to remain sustainable.

Funding Allocation

In keeping with our first goal, we recommend that funding be shifted where the unmet need is the greatest – from the smaller program to the larger ones. In keeping with our second goal, we recommend that some portion of the funding allocation be subject to matching funds from the individual Oregon CASA programs. And in keeping with our third goal, we recommend that

some portion of funding continue to be allocated as base funding to smaller programs, albeit to a lesser extent than is currently the case.

Our proposed model allocates funds in three steps based upon: 1.) a base allocation; 2.) a need allocation; and 3.) a performance-based matching grant allocation. The percentages of total funding designated for each component are provided here in ranges in order to provide the State with flexibility in determining its final allocations, as well as to provide for variation during a transitional period. Our purposes are to offer a recommendation for a general allocation model template, as opposed to a specific set of dollar amounts; to stimulate a re-thinking of the current allocation approach; and to generate discussion and analysis resulting in the best-possible allocation of state funds for the purpose of meeting the greatest possible need.

See *Table 6* for the proposed funding allocation percentages.

Table 6: Proposed Funding Allocation Percentages

| Funding Allocation | | |
|---------------------------|---------------|----------------|
| Category | Current Model | Proposed Model |
| Base Support | 17% | 10% - 15% |
| Need | 83% | 70% |
| Matching | 0% | 15% - 20% |

Base Support Allocation

10% to 15% of funding

We recommend a base allocation that will help to support smaller programs, but that is smaller than the current base. The reasons for this are twofold. Many programs currently represent a small portion of the state need for CASAs. Funding allocated to them on a need basis would threaten their viability. At the same time, the feedback we have received is to the effect that these local presences are a valued and that they should not be put at risk of closure. Given their small portion of the state-wide need, however, too much of the State's financial resources are currently being provided to them, resulting in greater unmet need statewide than is acceptable. We recommend that this base allocation be reduced, with further reductions over time designed to continue channeling more funding to unmet need.

Base funding should be allocated to those programs with low levels of unmet need. These programs should be designated based upon ranges of the indicator chosen for implementation of the rest of the model (e.g. petitions, foster care, or youth population); and they should be comprised of multiple categories representing a maximum of 8% of the statewide total for the indicator. For example, based upon the current sizes of the programs, three levels representing 0% to 1%, 1% to 4%, and 4% to 8% of the indicator total would be suitable program groupings

for base funding purposes. In order to remedy the disproportionality between unmet need and funding allocation, the funding allocated to this category should be no more than 15% of the state funding total (as opposed to the current 17%). This would free up funding for unmet need elsewhere in the state.

Lastly, we recommend that this funding be reduced over time to as low as 12% or even 10% of state funding; with reductions achieved through a combination of regionalization, the sharing of support and administrative resources, and allocation reconfigurations.

Need Allocation

70% of funding

We recommend that a larger proportion of funding be allocated to need, so that programs serving the most children receive funding commensurate with the need in their jurisdictions. The goal is to help these programs better meet the needs of the abused children in their counties, where the unmet need is the greatest.

We further recommend the indicator to be used is foster care child numbers, because it is readily available and almost perfectly correlated to petition numbers, which is the best indicator of need.

All programs would receive a Need-based Funding allocation based upon their share of the statewide need-based indicator, including those receiving a Base Funding amount. The total percentage of state funds allocated to these programs based upon need would begin at 70% and could increase with time if the Base Funding is reduced over time.

Matching Grant

15% to 20% of funding

In order to address the reduction of state funding for CASA programs, we recommend adding a matching grant component. The remaining state funding would be held aside as Matching Grant funding allocated to each program on a dollar-per-dollar basis up to a predetermined amount. Any Matching Grant funds not dispersed (not “matched”) would be recycled back into the Need-based Funding component (either during the current biennium or year, or as a carry-over into the next budget cycle). Over time, this funding component could be increased as the Base Funding amount is decreased (or, alternatively, additional funding could be channeled into the Need-based Funding component). We recommend that 15% of total state funds be set aside for this component, although the need for flexibility and a transitional period from the current funding allocation model to a new one could dictate that this start out closer to 10%.

Summary

In simulations we have run utilizing various “test” Base Funding levels and Matching Grant amounts, the largest programs consistently receive more state funds than they do currently in this biennium FY 2011-2013 once they have earned a Matching Grant – even without taking into their portion of the “match.” Since these large programs are already raising a significant amount of funding on their own, they are virtually guaranteed these matching funds, and are thereby

guaranteed to receive more state funding under an allocation model of this type. Furthermore, and depending the simulation, between 60% and 85% of all programs stand to gain more overall funding when their matching funds are taken into account – again, depending upon the specific funding amounts chosen for the Base Funding and the Marching Grants. See enclosed CDS/DVD for examples of these simulations.

Regionalization and Resource Pooling

Our objective assessment of the current state of the Oregon CASA programs suggests that regionalization should, at the very least, be considered, if not pursued. Regionalization also received greater support from our interviews with Oregon CASA staff than we had expected. Regionalization would involve merging the central management and offices of two or more county-level programs into one regional program. With some small county programs serving very few cases (in some cases, less than 20 per year), the need for a central CASA office in each county must be questioned and balanced against the great unmet need in the state, especially in the larger programs. Regionalization should be considered for some of these programs as a means to increase fiscal efficiency, to operate more effectively, and to free up funding for the areas of greater need. It should also be noted that regionalization need not preclude the continued participation of local CASA volunteers within the counties for any programs which are regionalized – a concern of many of the smaller rural programs. The centralization of office and management functions is not mutually exclusive with the idea of a ‘CASA in every county.’ These locally-based CASA volunteers could still serve their local constituencies while being administered from a regional office.

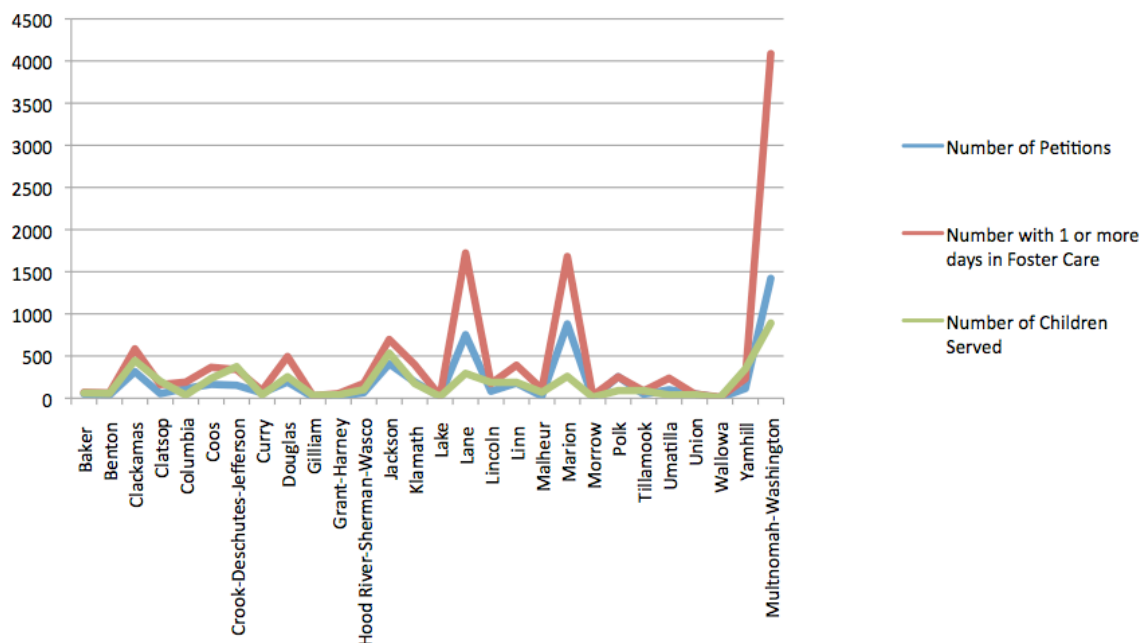
Similarly, the OCN should identify means of sharing administrative and training resources and functions between programs, or between the OCN and the programs. Fiscal management, volunteer trainings, record-keeping, and other administrative function might lend themselves to being performed either by personnel “shared” between programs, or through technologically efficient means, such as through online training materials. One interviewee made the suggestions that financial directors could be shared by neighboring programs, a suggestion worth considering. All of these ideas hold the promise of reducing the funding needed for basic administrative functions, and thereby freeing up additional funds for the real mission of CASA – serving the children. Several interviewees also mentioned the need for the National CASA Association to provide support in these areas – or for the Oregon CASA programs to available themselves of support already offered at the national level. Lastly, the Peer Coordinator Model is a promising development in the area of volunteer training which could help to stretch scarce funding.

Need Indicator

The number of CASA petitions for all of Oregon’s counties is not currently compiled anywhere and is not, therefore, usable as an indicator of need. Although our analysis shows that petition numbers correlate closely with foster care numbers (assuming, of course, that the petitions numbers we were able to get are accurate), petitions is still the most accurate and direct measure of need – an opinion shared by virtually all of our interviewees. We urge the OCN to seek a means of accessing these numbers and using them to assess need and allocate funding.

We charted the number of petitions, the number of children in foster care at least one day in a year, and the current number of children being served as a comparison of two measures of need with the current number of children being supported. See *Table 7* below.

Table 7: Petitions, Foster Care and Number of Children Served



Reporting

OCN should initiate, improve upon, and prioritize the collection of service and financial information at the program level that is both accurate and valid. This should include a standardization and clarification of information, as well as a requirement that the information be furnished to the OCN in a complete and timely manner. To assist programs in meeting these expectations, trainings and peer to peer support from other CASA programs should be incorporated. Finally, the OCN and Oregon Volunteers should stress the importance of reporting as it relates to compliance with State and National CASA standards. While these matters were well beyond that scope of this project, inconsistencies in reporting even basic program information was evident during our research.

Compliance

Compliance with both service and financial standards as dictated by the OCN and the National CASA Association were also well beyond the scope of this project. However, numerous interviewees mentioned the need for greater attention to compliance with standards relating to volunteer levels, trainings, and retention; volunteer-case ratios; cost per cases or volunteers; and other indicators related to the quality and quantity of service, and the fiscal performance of CASA programs. Many of these comments came in response to our questions about Performance-Based Funding and were often at the root of a lack of support for such funding. We encourage the OCN to heed these calls for improvement in these areas.

Buy-in

Garnering support and buy-in is crucial for the success of any change. As part of a communication strategy, OCN needs to educate programs about new a funding allocation model to demonstrate the extent to which it might allow for programs to be more effective in achieving the mission of CASA. Training (and patience) should be offered if new reporting requirements are implemented. We encourage the OCN to simplify reporting requirements and forms; to make allocation criteria easy to understand and assess; and to establish and communicate the overall goals of the model. Finally, OCN should bring to bear all due empathy, understanding, and sensitivity with regard to the fact that winners and losers are bound to be perceived (and realized).

Transition

We heard from several people that change is not easy and that OCN and the state should ensure an adequate transition period to get buy-in and ensure programs are comfortable with a new funding model, which may affect their budgets and reporting requirements. A transition period of at least one year prior to the 2013-2015 biennium, and preferably waiting until the 2015-2017 biennium depending on the changes to the funding model, would give OCN and Oregon Volunteers time to communicate the rationale behind the changes to programs, cultivate buy-in, initiate efficiencies and economies of scale, and ensure the new funding model is tied to the mission of CASA and the long-term strategic goals of OCN and the state.

CONCLUSION*Limitations of the Study*

As is often the case with a deadline-driven applied research study, time was an unavoidable constraint. In general, however, we don't feel that it adversely impacted either our research findings or our recommendations. Closely related to time, however, was the scope of the project. In a more broadly based study (and with more time), we might have gone further into several areas of CASA programs in general which we were unable to understand as fully as we might have liked. These include: national CASA performance and standards related to service, volunteerism, and financial performance; compliance and reporting standards and procedures; and resources available through the National CASA Association for training, reporting, compliance, and general program management.

Of greater concern was the lack of accurate data regarding petition numbers for all Oregon counties and/or CASA programs. While this may not have had a significant adverse impact on the project, we were surprised that this information was not readily available; and we feel that access to it would have streamlined our work, and made it more efficient and possibly more accurate.

Of additional -- although not great -- concern was the lack of literature and research into CASA funding approaches, as well as the small number of state programs we were able to research. Beyond these matters, we feel we had ample time, resources, and access to information sufficient to conduct a thorough and productive project.

Opportunity for Change

Oregon's current approach to allocating its scarce financial resources to its CASA programs is founded upon an attempt to balance equity with effectiveness -- to provide funding where it is needed while still providing support to its smaller programs. Our research shows that this balance is being sought at the cost of effectiveness and, ultimately, need. The percentage of funding allocated to the state's smaller programs results in fewer cases being served statewide than could be served given the aggregate funds available. Equity is impacting effectiveness to an unacceptable degree, in our opinion.

The challenges facing the state and the OCN are significant, but neither are they insurmountable. Tough decisions and actions lie ahead, all of which must be accompanied by education, communication, and attempts to garner buy-in. These outreach efforts must be conducted in a spirit of understanding, empathy, and sensitivity to the nature of change as faced by professionals and volunteers passionate about the critical role they play and the children they serve. Political will, time and good communication are the ingredients necessary to tackle the difficult task of stepping back and looking at the current funding model from a fresh and objective perspective.

We encourage the OCN to accept our findings and recommendations in the spirit in which they are offered -- as an attempt to help the OCN and the CASA programs of the State of Oregon to achieve the mission of providing a CASA for every child.

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Appendix A **In-depth Interview Protocol**

The following are the steps we took to conduct in depth interviews with CASA directors from other states and Oregon CASA programs:

1. Interviewees selected
 - 5 CASA Directors
 - 8 Oregon CASA Program Directors
 - 1 Regional Program Officer, National CASA Association
 - 1 Director, Oregon Volunteers
 - 1 Business Services Director, Oregon Commission on Children and Families (OCCF)
2. Oregon interviewees notified in advance of interviews by Oregon CASA Network
3. Interviews took place during
 - week 4 and 5 of winter term, 2012
 - week 3 and 4 of spring term, 2012
4. Interviews held via telephone
5. Interviews lasted not more than one hour
6. Interviews were semi-structured
7. Transcribed interviews within one day
8. Coded interview notes for emergent themes

Appendix B Interview Questions for State CASA Directors

Date of Interview: _____ Director: _____ State _____

1. How long has your state been using its current model?
2. What was the historical background or genesis of the current model?
3. What specific goal or goals was the funding model developed to address?
4. Is your current model meeting that goal (i.e. number of children needing a CASA advocate) in your state? Please explain answer.
5. What are the advantages and disadvantages of the current model?
6. If you could make changes to the current model, what changes would you make and why? Are there any changes currently pending?
7. What performance indicators or measures are required in your current model?
8. Is accuracy of the performance measures an issue?
9. How do the CASA programs in your state react to the performance-based orientation of the funding model?
10. Is it easy or hard to collect and prepare the information required to get funded?.
11. Are there any states with a funding model for the allocation of state funds that you particularly like and think might be a good model for us to consider??
12. Does your state CASA have an allocation model for foundation funds? If so, how does it differ and why?

Appendix C Online Survey Questions for Oregon CASA Programs

This survey asks you to consider and respond to a variety of indicators you would consider important in a funding allocation model for state funds with the purpose of furthering the mission of CASA. Please provide the name of your CASA affiliate.

Q2 Do you think the funding allocation model in Oregon should include a need component? By need we mean an indicator like population, number of petitions or number of children in foster care.

Yes (GO TO 2b)

Not sure (GO TO 2b)

No (GO TO 2a)

Q2a Why did you answer 'No'?

Q2b In your opinion, how effective would each of the following need indicators be for allocating funding?

Percent of county population to state population

Percent of county 0-17 population to state 0-17 population

Number of cases (petitions)

Number of children in foster care

Q3 If you have any additional comments about indicators of need, please use the space below.

Q4 Do you think the funding model in Oregon should include a performance component? By performance we mean an indicator like percentage of children in foster care served by a CASA advocate, or number of active advocates.

Yes (GO TO 4b)

Not sure (GO TO 4b)

No (GO TO 4a)

Q4a Why did you answer 'No'?

Q4b In your opinion, how effective would each of the following performance indicators be for allocating funding?

Percentage of cases (a case can be a sibling group) served by a CASA advocate

Percentage of children in foster care served by a CASA advocate

Number of active advocates

Number of new advocates trained

Number of logged advocate hours

Percentage of advocates retained from prior year Cost per case/child

Matching funds requirement

Q5 If you have any additional comments about indicators of performance, please use the space below.

Appendix C Online Survey Questions for Oregon CASA Programs

Q6 Do you think the funding model in Oregon should include a base amount distributed to all affiliates to cover basic operating and administrative costs? By base we mean an equal amount distributed to each program or a flat amount allocated for each judicial circuit.

Yes (GO TO 6b)

Not sure (GO TO 6b)

No (GO TO 6a)

Q6a Why did you answer 'No'?

Q6b In your opinion, how effective would each of the following base indicators be for allocating funding?

Equal amount to each program

Per judicial circuit

Graduated based on performance criteria

Based on percentage of county 0-17 population to state 0-17 population

Q7 If you have any additional comments about indicators of base support, please use the space below:

Q8 If you were to assign a fair percentage for each component of a funding model, approximately what would it be? (Total must sum up to 100.)

_____ Need

_____ Performance

_____ Base Support

Q9 From the list below please rank the indicators you think programs should report on, in addition to state compliance standards, as a requirement of allocating funds. 1 = least important 5 = most important.

_____ Number of new advocates

_____ Total number of advocates

_____ Average number of active advocates in one year

_____ Number of supervisors to advocates

_____ Ratio of children to CASA advocate

Thank you for your participation. Your opinion is very valuable and will help us in our recommendation of an alternative funding allocation model. Is there anything you would like to add with regard to a new funding model for the allocation of state funds for Oregon CASA programs?

Appendix D Interview Questions for Oregon CASA Programs

1. Initial reaction to the survey with regard to three components:
 - a. Base
 - b. Need
 - c. Performance
2. How would you allocate funds to each component? Why?
3. What challenges do you currently face which you feel need to be addressed in a new funding model?
4. What solutions to these challenges would you propose?
5. Do you have a sense of what basic funding you need to maintain your affiliate?
 - a. What percentage of this do you need from the state?
 - b. What percentage of this do you feel you can provide yourself through funding raising or your county?
6. The top two responses to our survey for indicators of need were the following. Your reaction?
 - a. Number of petitions
 - b. Number of children in foster care
7. Are you familiar with the effort by DHS to keep children within extended families instead of placing them in foster care? How do you foresee this impacting a measure or indicator of need?
8. Do you feel that a portion of funding should be linked to performance? If so, how would you define performance? How would you measure performance?
9. Upon which of the following would you base performance?
 - a. Need (petitions, cases, children, etc.)?
 - b. Advocates (volunteers, training, recruitment, etc.)
 - c. Other?
10. What challenges do you foresee during a transition to a new funding model which might be based upon new funding criteria? How long of a transition period do you envision?
11. If you could leave us with one piece of advice, one request, or one thought, what would it be?

Appendix E

Correlations Between Petitions, Foster Care, 0-17 Population

| Correlations | Population Under 18 | Petitions | Foster Care |
|---------------------|---------------------|-------------|-------------|
| Petitions | 0.916373729 | - | 0.977758471 |
| | | | |
| Foster Care | 0.959223655 | 0.977758471 | - |
| | | | |
| Population Under 18 | - | 0.916373729 | 0.959223655 |
| | | | |

Appendix F Allocation Models for Other CASA States

| Virginia | California | Maryland | Oklahoma | Georgia | Oregon |
|-----------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------|
| <p>Based funding of \$29,200 for all programs</p> <p>Performance funding based on the number of children served over 60</p> | <p>2-tiered allocation based upon total county population.</p> <p>Split is 700,000 population.</p> | <p>Base allocation: 8 levels based on average number of active CASA volunteers for the last year with a required number of supervisors.</p> <p>Multijurisdictional bonus – per additional jurisdiction – also based on number of active volunteers and required number of supervisors.</p> | <p>Base Allocation: graduated allocation based on number of cases assigned.</p> <p>Remaining 40% prorated based on services/per case.</p> <p>Additional performance measure requirements including:</p> <ol style="list-style-type: none"> 1. Maintaining 80% of caseload served by volunteers, 2. Serving minimum of 15 caseloads, 3. Matching funds by 50% with cash or in kind donations 4. Meeting all National Casa quality assurance standards 5. Meeting state compliance requirements 6. Subject to onsite visits. | <p>Base allocation is based per judicial circuit.</p> <p>Each program is awarded \$10,000 for each of the judicial circuits it serves.</p> <p>Need allocation is based on a calculation of the number of foster care children in the area / number of state foster care children X total need allocation</p> <p>Performance is based on the calculation of number of foster care children served / number of foster care children in the area X performance allocation coefficient X total performance allocation.</p> | <p>Based upon each affiliate's portion of the statewide 0-17 population.</p> |

Appendix G Executive Summary: VIRGINIA

Background

Previously, the funding was a competitive grant process. In 1992 the Virginia CASA programs became a part of Dept. of Criminal Justice Services (DCJS.) From 1996 to 2006, the funding formula was multi-tiered. The funding increments were calculated upon the number of children served with a cap at 300. Not only was this complicated to calculate, but it was unfair especially for smaller programs. Smaller CASA's were at a disadvantage because they weren't big enough to serve as many children as larger CASAs so they could never reach the higher level of tiered funding. It was even more difficult for smaller CASAs to raise other funds due to their environment.

The current funding model was implemented in 2006 after a very difficult review process. DCJS consulted extensively with CASAs about the pros and cons of various models, but in the end DCJS made the decision to go with a higher base funding in order to achieve sustainability among all CASAs. Sustainable base allocation was the main goal to address issues of equity and fairness due to varying sizes of CASA programs.

Base allocation was recently reduced from \$40,000 per CASA to current level of \$29,200 per CASA. Although the base allocation has been reduced, in terms of sustainability the current funding model works well. It has allowed for both high need and very small programs to get funding. A recent satisfaction survey indicates programs are fairly satisfied with DCJS. However, the survey did not specifically address satisfaction with the funding model. Currently, there are no plans to review the funding model in the near future.

Virginia CASA programs only use this funding allocation model for state fund and do not have one in place for private funds.

Process

Each CASA submits an application for state funds to the Department of Criminal Justice Services. The grant is for 12 months.

Eligibility Requirements

- Programs must be operating.
- Trained volunteers assigned to cases at the time of application.
- Full compliance with state regulations.
-

Requirements and Limitations

Matching Grant

All applicants must provide cash funds equal to 25% of the total grant amount. This is a cash match to the grant that cannot be replaced by a donation or in kind services or federal funds.

Compliance

Regulatory site visit and no outstanding compliance requirements are needed to qualify for the grant.

Quarterly Reports

Programs submit data and update their information on a quarterly basis using COMET (a database developed by DCJS.)

Annual Financial Audit

Each CASA program must submit an annual financial audit.

Staff to Volunteer Supervision Ratio

Programs must submit part and full time staff to volunteer supervision information and calculate the ratio. The ratio looks into these variables:

1. Total number of active volunteers assigned to cases.
2. Number of staff assigned to supervise volunteer's full time.
3. Includes their job descriptions for staff.
4. Number of staff assigned to supervise part time volunteers.
5. Number of hrs. Staff engages in volunteer supervision activities.

Statement of Assurance

Each program must sign a statement of assurance agreeing to the above requirements and being responsible to follow through with them.

Additional information required

- List of counties served.
- Identify itself as Urban/Semi Urban/Rural.
- Identify who is responsible for monitoring and supervising the funds.
- Provide a project Description.
- Proof of matching funds.
- Create a budget for the grant.
 - Include a narrative explaining the reasons for each itemized budget request. Items can include salaries, employee benefits, consultants, travel, supplies and indirect costs. It also includes cash funds from sources other than grant funds-matching requirement.
- Proof of 5013c Nonprofit Status.
- Current and projected annual budget of entire CASA program.
- List of current board members.
-

Definition of Need

Need is based upon the number of children served.

Allocation formula

Allocation is based on availability of funds. Its distribution is based upon the number of children served. CASA program receive a base amount and an additional amount based on their performance.

1. Base funding (currently \$29,200) for all programs.
2. Performance funding – per child amount based on number of children served by an Advocate after first 60, and calculated after base funding has been allocated and number of children after first 60 has been determined for each CASA program.

The “number of children after first 60” was decided as the base indicator based on national CASA standards of 1 staff: 30 advocates, 1 advocate: 2 children minimum, therefore $30 \times 2 = 60$.

Calculation

How do you calculate it?

1. First 60 children = \$29,200
2. Each child after 60 receives an increase of \$123.50. This amount is calculated by total funding - total base allocation divided by number of children after 60.
3. Total Award = a + b
4. Match grant = 25% of Total Award

Example:

Number of Children 100
First 60 = \$29,200
Next 40 = $40 \times \$123.50 = \4940
Total $\$29,200 + \$4940 = \$34140$
Match 25% by Organization is \$8535

Advantages and Disadvantages

The Virginia allocation model has advantages and disadvantages. Below you will find a description of each.

Advantages

- Addresses issue of equity and fairness with regard to size of CASA program.
- Helps achieve sustainability.

Disadvantages

- Does not take into consideration counties with more than one jurisdiction (circuit court). It is recommended adding this component to the allocation model since many programs serve multiple jurisdictions.
- Trying to balance high need and size has been a challenge.
- Reporting required by the state and the use of COMET is complicated and time consuming.
- Concerns with data integrity and accountability. This has led to tracking outcomes more closely and providing more technical support to CASA staff.

Appendix G

Executive Summary: GEORGIA

Background

Georgia CASA became a nonprofit organization in 1988 and was the first CASA program in Georgia. Early on Georgia CASA expanded and supported additional programs in the state. Today, there are 47 programs.

Funding allocation in the past was based on need only. However, this allocation model did not respond to the needs of the program. Smaller counties were serving a larger percentage of their need than larger counties, but were getting fewer funds allocated. Therefore, it was determined that this wasn't fair to programs that were actively recruiting advocates and serving more children.

In 2000, the performance allocation was added to the need allocation model. During this time, the Director of Georgia CASA and a committee (composed of the CASA programs) reviewed the funding model so that it could be more fair and equitable for all programs. The new model initiated in 2003 and will be revisited in 2014 with stakeholders. A review of the model will help to get greater support from county programs and ensure an equitable and fair allocation process.

The allocation model is currently used for state funds and there is no allocation model for private funds.

The current model is meeting the goals of need.

Process

Georgia CASA has a contract with the Dept. of Human Services to distribute state funds to all CASAs. State funds are only a portion of what CASA's need to run their programs and meet the need in their respective counties. The allocation amounts are produced by Dept. of Human Services based on program reports.

Requirements

Reports to the Department of Human Services

Performance Measurements

The principal performance measurement is how well a CASA is meeting the need in their county.

The allocation model tracks the following indicators:

- Judicial Circuits Served
- Number of Children Served
- Number of Children in the area
- Total Number of Children Served in State
- Total Number of Children in the state

Advantages and Disadvantages

The Georgia allocation model has advantages and disadvantages. Below you will find a description of each.

Advantages:

1. Buy-in with most programs.
2. The formula does what it needs to do to reward programs serving higher percentage of children to need.
3. Performance model provides an incentive to programs to move toward the goal of servicing all children.

Disadvantages:

1. Limited funding.
2. Not everyone will consider this formula equitable.
3. Greater support from the counties.
4. Incorporate qualitative measure to the already establish quantitative. Examples: leadership and local fund development.

Appendix G Executive Summary: CALIFORNIA

State CASA Information

In 2010, 41 local CASA programs provided services in 44 of California's 58 counties. 3 new start-up CASA's are planned for 2011-12. Local CASA's are non-profit organizations.

Funding Authority/Entity

The State of California allocates state funding through the Administrative Office of the Courts, a part of the Center for Families, Children and the Courts.

More broadly, each local CASA interfaces with the following agencies:

1. Superior Court of California, County of _____. Per WIC 102(a) "(CASA) staff shall be directly accountable to the presiding juvenile court judge and the CASA program board of directors, as applicable.
2. Judicial Council (aka JC) California constitutional body that sets policy for the courts and is staffed by the Administrative Office of the Courts.
Administrative Office of the Courts - Center for Families, Children & the Courts (aka AOC and CFCC) Office within the AOC that deals with state family and juvenile courts; administers JC funding for CASA programs serving the superior courts, performs on-site evaluations of funded CASA programs, supports statewide CASA database system, provides technical assistance, etc.
3. California CASA Association (CalCASA) Independent nonprofit. Participates in AOC evaluation, provides policy and legislative support, technical assistance and management support to network, occasional pass-through grants.
4. National CASA Association. Produces mandatory standards, licenses CASA trademark and provides PR and marketing as well as competitive grants.

Public Funding Sources

In 2010, public funding sources accounted for about 35 percent of the total funding for California's CASA programs. Statewide revenue from public sources totaled about \$7.1 million, about 9 percent higher than 2009 (about \$6.5 million). The California Judicial Council grant remained the largest single source of public funding. Forty-one CASA programs received more than \$2.2 million from the Judicial Council in 2010, accounting for 11 percent of the total statewide revenue. Federal funding grew significantly by more than 65 percent in 2010 making it the second largest source of CASA funding.

Thirty-nine CASA programs received over \$2.1 million in federal funding in 2010, largely due to increases in National CASA Association grants and Title IV-E funding distributed by the California Administrative Office of the Courts.

In fiscal year 2009-2010, the National CASA Association significantly increased CASA program grants through federal stimulus funds from the American Recovery and Reinvestment Act (P.L. 111-5). In addition, the Fostering Connections to Success and Increasing Adoptions Act (P.L. 110-351) extended Title IVE federal funding to CASA volunteer training and California programs began accessing this federal funding source in 2010.

While state and federal funding remained strong, county funding for CASA programs decreased by almost 18 percent from the previous year. Sixteen CASA programs received about \$881,800 from local counties. Similar to 2009, seven programs also received funding from local city governments in 2010. However, the total funding from cities decreased almost 50 percent. Meanwhile, local court funding remained relatively steady, providing over \$970,000 to 15 CASA programs in 2010, only a 3 percent decrease from the previous year.

Private Funding Sources

In 2010, foundation grants, corporate contributions, individual donors, and fundraising events accounted for 60 percent of the total statewide funding for CASA programs. Statewide revenue from these major private sources remained steady from the previous year, totaling just under \$12.1 million. In 2010, revenue from individual donors increased by almost 15 percent to about \$3.2 million, while the total revenue reported from fundraising events remained constant (\$4.5 million). Meanwhile, foundation and corporate funding decreased significantly. Foundation contributions decreased by 10 percent to almost \$3.2 million, while corporate funding decreased by 17 percent to about \$1.1 million.

Many CASA programs (73 percent) also reported receiving in-kind donations in 2010. Examples of these donations include

bookkeeping services, furniture, office supplies, and office space donated by the local court or county. Although these donations do not produce program revenue, they are an important resource for programs. Total in-kind donations increased statewide by about 7 percent in 2010.

Funding Allocation Mechanism

By state statute, there are two classes for the state funding which are based on county population over/under 700,000. Each class has a funding cap, also in the statute. While grants within each class were once competitive, since 2003 the grant is renewed at the same level as the prior year's award. Budget increases/decreases are distributed proportionally."

As an example, the allocation formula which has been in place since 2004 follows: This is currently being revised, or has already been revised:

The maximum state grant per county program per year shall not exceed seventy thousand dollars (\$70,000) in counties in which the population is less than 700,000 and shall not exceed one hundred thousand dollars (\$100,000) in counties in which the population is 700,000 or more, according to the annual population report provided by the Department of Finance.

Funding allocation is not based on either performance measures or detailed measures of need.

Eligibility

Local CASA's must meet eligibility requirements when they are founded as dictated and assessed by CalCASA. They must also meet National CASA standards.

Performance Assessments

Each local CASA is subject to on-site evaluations by the CCFC and Cal CASA.

Reporting Requirements

Each local county is expected/required to report data to the CCFC.

Pros and Cons

The California funding allocation model has the advantage of helping to meet minimum stability needs of the local programs, such as to cover the cost of at least 1 staff person in the event all other funding was cut. Local CASA's are also able to rely upon a minimal amount of funding from year to year.

A disadvantage of the model is that it is overly simplistic given that it is based solely upon county/local population. It does not take into account need or performance. Also, the model is not flexible enough to allow for recent cuts in state funding. For example, it does not allow for allocating higher levels of funding to local programs which are out-performing others through cost or service efficiencies, and thereby making better performance-based use of scarce state dollars.

Appendix G Executive Summary: MARYLAND

Background

The first CASA program in Maryland opened in 1987 and gradually grew until in 1997 it became an official 501(C)3 and incorporated. Maryland CASA currently has 15 affiliates that served 19 of the 24 counties in the state. In 2006 a funding model was developed as the state became aware there was a large disparity in cost per child and concerns of equity needed to be addressed.

Funding Model

Maryland CASA uses both quantitative and qualitative methods in their current funding model which has been in place since 2006. The base allocation is based on the average number of active CASA volunteers for the last year with a required number of supervisors. Then there is a multi-jurisdictional bonus for each additional jurisdiction which determined the same as the base. The Executive Director of Maryland CASA explains funding based on volunteers as the preferred alternative to basing funding on children served, which may have to unintended consequence of providing an incentive to increase case loads for the purpose of increasing funds.

A ten point performance model is used as a qualitative measure. Programs must describe their efforts to meet each of the ten points by answering the questions in detail as a part of their grant program narrative. Programs can receive up to 25 points for each of the ten performance areas. The total score can be up to 250 points. Funding is \$140 for each point scored.

Each program must provide 100% match in funding. Twenty five percent of this is permitted to be in kind form, but a minimum of 75% must be cash donations.

The advantages of this model are:

- increased equity
- increased accountability
- incentives for program growth

The disadvantage of this model are:

- time consuming and laborious
- complicated process
- no minimum children served for multi-jurisdictional bonus
- question scoring is subjective
- lack of consistency in scoring

There are no pass through grants in this model.

To be eligible a program must be a member in good standing of the Maryland CASA Association and in compliance with Maryland CASA standards, including all rules and regulations. They must also demonstrate the ability to provide service by meeting all strict qualifications. Additionally, an independent audit must be performed each year.

Programs will be evaluated using COMET or ETO systems. Programs must report progress towards specific goals and statistical data on a quarterly and annual basis. A follow up will be conducted over the phone in addition to on-site visits to review finances.

Appendix G Executive Summary: OKLAHOMA

Current formula until June 30, 2012:

1. Base: 60% of total state funds (fluctuates every year) go towards a base for each program in equal amounts (average is around \$15,000)
2. Need: Remaining 40% prorated based on services/per case (not per child served)
3. Performance:
 - Must maintain caseload that demonstrates 80% of all assigned cases served by a volunteer CASA advocate (non-staff).
 - Maintenance of a minimum caseload of 15 cases
 - 50% match (cash or in-kind)
 - Must meet all Natl CASA Quality Assurance and state compliance requirements
 - On-site visits

New formula effective July 1, 2012:

1. Graduated base: based on number of cases assigned

| | |
|-------------|----------------------------|
| 15-40 cases | \$15,000 (current average) |
| 41-70 cases | 20,000 |
| 71-100 | 25,000 |
| 101-199 | 30,000 |
| 200-299 | 35,000 |
| 300+ | 40,000 |
2. Need: Remaining amount of funding is divided equally pro rata based on services/per case
3. Performance:
Will remain the same as current formula but may require that 50% match be all cash (eliminate in-kind)

How long has your state been using its current model?

Since 2007.

What was the historical background or genesis of the current model?

1996 was first allocation of state funds totaling \$300,000. CASA programs had no say in funding formula. In 2001 Oklahoma CASA went through year and half review and took over funding from state. They interviewed every CASA state and involved all local CASA programs in OK. Initial funding formula was based on number of petitions filed but it became evident that using this number as a basis for funding was not reflective of programs being proactive in servicing actual cases. In 2007 the current model was adopted eliminating the number of petitions filed and deciding instead to have a two-tiered formula based on a base amount, then based on actual number of cases being serviced by CASA advocates.

State funds in 2011 were approx. \$550,000 but has fluctuated from \$300,000 to \$800,000 over the years. Last year, all state funding for CASA was eliminated. The CASA programs rallied together and were successful in lobbying the legislature to approve a \$5 court fee on civil cases to go to CASA! Big success!!! Current revenue projections total 1.2 million for 2012. The new funding formula effective July 1st is based on this projected revenue stream. 26 programs in total.

What specific goal or goals was the funding model developed to address?

Local CASA program directors developed and agreed to current funding model to hold themselves accountable and also ensure sustainability.
Funding ensures a minimum staffing of a part-time staff person.

Is your current model meeting that goal (i.e. number of children needing a CASA advocate) in your state?

Yes, the current model helps meet the goal, but local programs must do their part.

What are the advantages and disadvantages of the current model?

Advantage: needs a base minimum amount to go to each program for sustainability, and the need amount rewards programs for actual cases being serviced by an Advocate.
Disadvantage: Larger counties – equal distribution of base is not fair to larger counties where need is larger.

If you could make changes to the current model, what changes would you make and why? Are there any changes currently pending?

Go from equal distribution of base funding to graduated distribution of base funding.

What performance indicators or measures are required in your current model?

- Must maintain caseload that demonstrates 80% of all assigned cases served by a volunteer CASA advocate (non-staff).
- Maintenance of a minimum caseload of 15 cases
- 50% match (cash or in-kind)
- Must meet all Natl CASA Quality Assurance and state compliance requirements
- On-site visits

Is accuracy of the performance measures an issue?

You simply cannot control all the variables in any performance indicator or measure of how well children are being served. Key is to stay consistent with CASA mission and work towards a goal that everyone can agree to and stick by.

How do the CASA programs in your state react to the performance-based orientation of the funding model?

Very well because the funding model was developed from the beginning by CASA program directors and key stakeholders.

Is it easy or hard to collect and prepare the information required to get funded?

Any performance measure is time-consuming and requires staff and commitment to process.

OK CASA received a grant to get CASA Manager software for all programs to track outputs as well as outcomes. Training is provided. Complicated, but in the long run, they hope to run reports for each program automatically.

Are there any states with a funding model for the allocation of state funds that you particularly like and think might be a good model for us to consider?

N/A

Does your state CASA have an allocation model for foundation funds? If so, how does it differ and why?

No

Appendix H Online Survey Results

Percentage of acceptance or disapproval by component of allocation funding model (N=26)

| Response | Base Support | Need | Performance | Total |
|----------|--------------|------|-------------|-------|
| Yes | 69% | 77% | 42% | 100% |
| Not sure | 19% | 15% | 31% | 100% |
| No | 12% | 8% | 27% | 100% |

Average percentage allocation for each component of the allocation modes (N=26)

| Component | % |
|--------------|----|
| Need | 45 |
| Performance | 25 |
| Base Support | 30 |

Top 3 Most Important Selected Reporting Indicators (N= 25)

| Indicators | Mean |
|------------------------------------------------|------|
| Average number of active advocates in one year | 3.76 |
| Total number of advocates | 3.44 |
| Ratio of children to CASA advocate | 3.12 |

| Top 3 Most Effective Indicators by Geographic Location | Mean | | | |
|-------------------------------------------------------------------------------|------|-------|-------|-------|
| Need Indicators Preferences (N=24) | All | Urban | Mixed | Rural |
| Number of cases (petitions) | 3.88 | 5.00 | 3.33 | 3.86 |
| Number of children in foster care | 3.67 | 5.00 | 3.78 | 3.79 |
| Percent of county 0-17 population to state 0-17 population | 3.13 | 4.00 | 3.00 | 3.14 |
| Performance Indicators Preferences (N=18-19) | | | | |
| Percentage of children in foster care served by a CASA advocate | 3.84 | 5.00 | 3.80 | 3.53 |
| Number of active advocates | 3.78 | 5.00 | 3.80 | 3.70 |
| Percentage of cases (a case can be a sibling group) served by a CASA advocate | 3.68 | 5.00 | 3.80 | 3.77 |
| Base Support (N=22) | | | | |
| Graduated based on performance criteria | 3.45 | 4.00 | 3.89 | 3.45 |
| Equal Amount to each program | 3.18 | 3.00 | 3.06 | 3.09 |
| Per judicial Circuit | 3.09 | 5.00 | 3.17 | 3.18 |

Appendix I Summary of Interviews with Oregon CASA Programs

| <u>Organization</u> | <u>Base</u> | <u>Need</u> | <u>Performance</u> | <u>Basis for Need</u> | <u>Reporting</u> | <u>Consolidation</u> | <u>Concern</u> | <u>Other</u> |
|-------------------------------------------------------------------|-----------------------------------------------------------------------|-------------------------------------------------------------------|---------------------------------------------------------------------------|-----------------------|--------------------------------------------------------------------------|-----------------------------------------------------|------------------------------------------------------------------------------------------|----------------------------------------------------------------|
| CASA for Children - Multnomah & Washington | Yes, very important - basic operating costs. Base upon dollar amount. | Yes, most important. Some to base funding, then the rest to need. | No, not feasible in a fair manner. | Petitions | Need standardized accounting and a state assessment of each affiliate. | Yes, very in favor of this. | Need more CASAs. Should be attainable with better marketing, PSAs, promotion, etc.. | Large affiliates have more competition for resources. |
| CASA of Central Oregon - Deschutes, Crook, & Jefferson | Yes, but may overlap with need. | Yes, but may overlap with base amount. | No, very leery of this. Would need objective and consistent criteria. | Petitions | Need consistent accounting and reporting requirements | Yes, she already is a consolidated affiliate. | Perception of misuse of funds and poor accounting. | Better financial accounting. |
| Wallowa County CASA | Yes, most important | Yes, but secondary to base | No. Non-performing affiliates should be dealt with in a non-monetary way. | Petitions | National and State CASA standards and Oregon Volunteer Comm. Standards | Not applicable because they are part of state govt. | None that are not currently being addressed. | |
| National CASA Association | Yes, 30%. but each affiliate must be viable | Yes, 30%, but also look at trends. | Yes, 40%. Results driven. Look at cost per child and per CASA and trends | Petitions | Need to record and report trends on need, cost, etc.. | Yes, very in favor of this. | Desire for affiliate in each county. Resistance to consolidation. | Use funding to urge consolidation. Fund cases, not affiliates. |
| Columbia Gorge CASA - Sherman, Wasco and Hood River | Yes, essential but could see larger programs getting more | Yes | Yes | Petitions | Would like to see standardized reporting and elimination of duplication. | Yes, she already is a consolidated affiliate. | Need for best practices sharing which could be provided by National CASA online training | |

| | | | | | | | | |
|----------------------------|---------------------------------------------------------------------------|----------|------------------------------------------------------------------------------|-----------|-------------------------------------------------------------------------------------|------------------------------------------------------------------------|----------------------------------------------------------------------------------------|-----------------------------|
| Grant-Harney CASA | Yes, 40%. most important. Needs a minimum for operations. | Yes 20% | Yes. 40% | Petitions | Yes, requires training on financial reporting, best practices, and board practices. | Small communities. Volunteers often know families too well. Also cost. | Could involve mergers but must be voluntary. More funding and poss. at-risk component. | Mergers must not be forced. |
| Yamhill County CASA | No, may not be necessary. 10% | Yes, 60% | Yes, 40%. Could be based upon degree of community support or matching funds. | Petitions | | Yes. | Accountability | |
| Coos County CASA | Yes. Could vary by number of cases in programs. | Yes | Yes, but smallest of the 3. Based upon meeting national and state standards. | Petitions | Need to streamline reporting systems to different agencies into one report | Probably not. | Reporting duplication. Also having to travel to group homes out-of-county. | |
| Lane County CASA | Yes, 30%. Based upon serving all children, not supporting all affiliates. | Yes, 60% | Possibly not. No more than 10%. Too much incentive to fudge the numbers. | Petitions | Objectivity. | Yes, regionalism may be a good idea. | Serving every child. Could benefit from Peer Coord. Model and consolidations | Peer Coordinator Model |

Appendix J Base Calculation for Current Oregon Allocation Model

| County | 0-17 Pop. For 2010 | % of State 0-17 Pop. | Allocation per Biennium 2011-13 | Allocation by Pop. | Base as Defined by Difference | Base as Percentage of Funding |
|--------------|--------------------|----------------------|---------------------------------|--------------------|-------------------------------|--------------------------------------|
| Wheeler | 274 | 0.03% | \$24,542.00 | \$648.09 | \$23,893.91 | 97.36% |
| Sherman | 340 | 0.04% | \$24,542.00 | \$804.20 | \$23,737.80 | 96.72% |
| Gilliam | 348 | 0.04% | \$24,542.00 | \$823.12 | \$23,718.88 | 96.65% |
| Wallowa | 1264 | 0.14% | \$24,542.00 | \$2,989.72 | \$21,552.28 | 87.82% |
| Lake | 1495 | 0.17% | \$24,542.00 | \$3,536.10 | \$21,005.90 | 85.59% |
| Grant | 1544 | 0.17% | \$24,542.00 | \$3,652.00 | \$20,890.00 | 85.12% |
| Harney | 1587 | 0.18% | \$24,542.00 | \$3,753.71 | \$20,788.29 | 84.70% |
| Baker | 3145 | 0.36% | \$24,542.00 | \$7,438.83 | \$17,103.17 | 69.69% |
| Curry | 3296 | 0.37% | \$30,099.00 | \$7,795.99 | \$22,303.01 | 74.10% |
| Morrow | 3504 | 0.40% | \$30,099.00 | \$8,287.97 | \$21,811.03 | 72.46% |
| Tillamook | 4575 | 0.52% | \$30,099.00 | \$10,821.19 | \$19,277.81 | 64.05% |
| Hood River | 5461 | 0.62% | \$30,099.00 | \$12,916.83 | \$17,182.17 | 57.09% |
| Wasco | 5761 | 0.65% | \$30,099.00 | \$13,626.42 | \$16,472.58 | 54.73% |
| Union | 6022 | 0.68% | \$30,099.00 | \$14,243.76 | \$15,855.24 | 52.68% |
| Jefferson | 6097 | 0.69% | \$30,099.00 | \$14,421.16 | \$15,677.84 | 52.09% |
| Crook | 6550 | 0.74% | \$30,099.00 | \$15,492.63 | \$14,606.37 | 48.53% |
| Malheur | 7768 | 0.88% | \$30,099.00 | \$18,373.55 | \$11,725.45 | 38.96% |
| Clatsop | 7939 | 0.90% | \$30,099.00 | \$18,778.02 | \$11,320.98 | 37.61% |
| Lincoln | 8051 | 0.91% | \$30,099.00 | \$19,042.93 | \$11,056.07 | 36.73% |
| Columbia | 11370 | 1.29% | \$30,099.00 | \$26,893.32 | \$3,205.68 | 10.65% |
| Coos | 12147 | 1.37% | \$30,099.00 | \$28,731.15 | \$1,367.85 | 4.54% |
| Klamath | 15761 | 1.78% | \$51,206.06 | \$37,279.30 | \$13,926.76 | 27.20% |
| Polk | 16068 | 1.82% | \$51,617.19 | \$38,005.44 | \$13,611.75 | 26.37% |
| Josephine | 16782 | 1.90% | \$52,573.38 | \$39,694.25 | \$12,879.12 | 24.50% |
| Benton | 17464 | 1.98% | \$53,486.71 | \$41,307.38 | \$12,179.33 | 22.77% |
| Umatilla | 18119 | 2.05% | \$54,363.88 | \$42,856.64 | \$11,507.24 | 21.17% |
| Douglas | 21957 | 2.48% | \$59,503.72 | \$51,934.62 | \$7,569.10 | 12.72% |
| Yamhill | 22843 | 2.58% | \$60,690.24 | \$54,030.26 | \$6,659.98 | 10.97% |
| Linn | 27025 | 3.06% | \$66,290.76 | \$63,921.89 | \$2,368.86 | 3.57% |
| Deschutes | 36610 | 4.14% | \$79,126.95 | \$86,593.18 | \$(7,466.23) | -9.44% |
| Jackson | 46154 | 5.22% | \$91,908.23 | \$109,167.48 | \$(17,259.25) | -18.78% |
| Lane | 72715 | 8.22% | \$127,478.60 | \$171,991.88 | \$(44,513.28) | -34.92% |
| Marion | 82897 | 9.38% | \$141,114.29 | \$196,075.24 | \$(54,960.94) | -38.95% |
| Clackamas | 89638 | 10.14% | \$150,141.81 | \$212,019.64 | \$(61,877.83) | -41.21% |
| Washington | 140212 | 15.86% | \$217,870.28 | \$331,641.69 | \$(113,771.41) | -52.22% |
| Multnomah | 161296 | 18.24% | \$246,105.88 | \$381,511.41 | \$(135,405.53) | -55.02% |
| Oregon Total | 884079 | 100.00% | \$2,091,101.00 | \$2,091,101.00 | | Mean 33.52% Median 37.17% |

Appendix K Cost of Child and Volunteer by County

| County | 2010 Cost Per Child | 2010 Cost Per Volunteer |
|--------------------------------|--------------------------------|----------------------------------------|
| Columbia | \$172.17 | \$563 |
| Gilliam | \$246.85 | \$1,679 |
| Polk | \$322.22 | \$580 |
| Yamhill | \$389.87 | \$2,653 |
| Umatilla | \$445.95 | \$1,179 |
| Marion | \$580.37 | \$1,879 |
| Malheur | \$585.71 | \$2,929 |
| Coos | \$594.29 | \$1,814 |
| Lincoln | \$597.89 | \$3,106 |
| Klamath | \$609.29 | \$1,828 |
| Crook | \$638.48 | \$2,095 |
| Clatsop | \$706.56 | \$3,819 |
| Grant Harney | \$767.40 | \$1,919 |
| Clackamas | \$769.59 | \$2,072 |
| Linn | \$785.07 | \$1,892 |
| Morrow | \$800.00 | NA |
| Hood River Sherman Wasco | \$890.84 | \$1,800 |
| Douglas | \$892.56 | \$3,149 |
| Tillamook | \$946.47 | \$2,505 |
| Jackson | \$970.41 | \$2,491 |
| Multnomah Washington | \$1,089.22 | \$2,829 |
| Curry | \$1,108.59 | \$3,088 |
| Baker | \$1,174.85 | \$3,981 |
| Lake | \$1,633.26 | \$3,448 |
| Lane | \$1,700.54 | \$3,448 |
| Wallowa | \$1,892.86 | \$2,208 |
| Union | \$2,041.00 | \$3,487 |
| Benton | \$2,392.86 | \$2,792 |
| Wheeler | \$3,663.33 | \$10,990 |

Appendix L **List of Individuals Interviewed**

Susan Knight

Oregon CASA Network

Barbara Johnson

Oregon CASA Network

Kathleen Joy

Oregon Volunteers

Marsha Clark

Oregon Commission on Children and Families (OCCF)

Michael Heaton

National CASA Association

Duaine Hathaway

CASA Georgia

Melissa O'Neill

CASA Virginia

Lora Chan

CASA California

Ed Kilcullen

CASA Maryland

Sheryl Marseilles

CASA Oklahoma

Tim Hennessey

CASA Multnomah & Washington

Pam Fortier

CASA Central Oregon

John Lawrence

CASA Wallowa

Susan Erickson

CASA Columbia Gorge

Stacie Holmstrom

CASA Grant-Harney

Amy Bissonnette

CASA Yamhill

Twila Veysey

CASA Coos County

Megan Schultz

CASA Lane